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CRIMINAL JUSTICE AND POLICE SYSTEMS: MANAGEMENT AND IMPROVEMENT OF POLICE AND OTHER LAW ENFORCEMENT AGENCIES, PROSECUTION, COURTS AND CORRECTIONS; AND THE ROLE OF LAWYERS

Background paper for the workshop on international cooperation and assistance in the management of the criminal justice system: computerization of criminal justice operations and the development, analysis and policy use of criminal justice information

Summary

The present background paper contains a review of current crime and justice issues in the area of computer-assisted criminal justice operations, including statistical and policy use of crime-related information. In particular, the paper deals with technical and related legal aspects of criminal justice management and with possible future directions of international cooperation in this area within the framework of the United Nations crime prevention and criminal justice programme.

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II. Provisional programme of the ancillary symposium on computerization of criminal justice information, to be held within the framework of the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders 26

INTRODUCTION

A. Legislative background

1. The Economic and Social Council, in its resolution 1993/32, endorsed the programme of work for the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, including the holding of, *inter alia*, a two-day workshop on international cooperation and assistance in the management of the criminal justice systems: computerization of criminal justice operations and the development, analysis and policy use of criminal justice information. Upon the recommendation of the Commission on Crime Prevention and Criminal Justice at its third session, the Council adopted resolution 1994/19, in section IV of which it recommended that the workshop and the ancillary symposium on computerization should evaluate progress in computerization and the policy and management use of information. The Council also recommended that the workshop should consider controls and legal measures to safeguard respect for privacy and to prevent data from being used for purposes incompatible with the International Covenant on Civil and Political Rights (General Assembly resolution 2200 A (XXI), annex), bearing in mind data protection principles related to personal privacy.

2. The workshop and the symposium should provide a forum in which to discuss issues in the development and use of national and international crime and criminal justice information and in the introduction of information technology in the administration of criminal justice for policy makers responsible for the operation of criminal justice. They should also provide an opportunity for an exchange of expertise and experiences between government representatives, criminal justice administrators, criminal justice statisticians, practitioners in the criminal justice system, researchers, and experts on computerization.

3. The workshop is being coordinated by the European Institute for Crime Prevention and Control, affiliated with the United Nations,* together with the Ministry of Justice of the Netherlands, the United Nations Interregional Crime and Justice Research Institute (UNICRI), the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders and the Office of International Criminal Justice at the University of Illinois at Chicago (for the draft programme of the workshop, see annex I). The symposium, which will deal with the computerization of criminal justice information, will feature podium presentations and a discussion of national experiences, as well as demonstrations of hardware and software applications in criminal justice (for the provisional programme of the symposium, see annex II). The workshop and the symposium will build on the results of the previous workshop on computerization, organized within the framework of the Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Havana from 27 August to 7 September 1990.**

4. The workshop on computerization held at the Eighth Congress provided the first major opportunity to discuss issues related to computerization of the administration of criminal justice. The discussions resulted in the adoption by the General Assembly of resolution 45/109, on computerization of criminal justice. That resolution, *inter alia*, laid down a conceptual framework for a technical cooperation programme for the

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*Formally called the Helsinki Institute for Crime Prevention and Criminal Justice, affiliated with the United Nations (HEUNI).

**At the Eighth Congress, HEUNI, in cooperation with the Crime Prevention and Criminal Justice Branch of the Secretariat and national experts, organized a workshop on computerization of criminal justice information. The discussions at the Eighth Congress ultimately led to the adoption by the General Assembly of resolution 45/122, on criminal justice education, and to two publications (Richard Scherpenzeel, ed., *Computerization of Criminal Justice Information: Volume I*, HEUNI Publication Series, No. 19 The Hague, Ministry of Justice of the Netherlands, 1992); and Richard Scherpenzeel, ed., *Computerization of Criminal Justice Information: Volume II*, HEUNI Publication Series, No. 20 (The Hague, Ministry of Justice of the Netherlands, 1992)). The United Nations has published a *Guide to Computerization of Information Systems in Criminal Justice* (United Nations publication, Sales No. E.92.XVII.6), based on a report of the Secretary-General on computerization of criminal justice administration (A/CONF.144/14).

computerization of criminal justice with a plan of action for the United Nations that included four key elements:

(a) Reviewing and assessing national experiences in the computerization of criminal justice;

(b) Organizing regional and interregional meetings, seminars and workshops;

(c) Informing donor countries of the needs of recipient countries in terms of technical assistance in computerization of criminal justice administration;

(d) Establishing such a technical cooperation programme for the computerization of criminal justice administration and monitoring its activities (including the formulation of information programmes and statistics regarding crime and criminal justice).

5. One year later, in its resolution 46/152, on the creation of an effective United Nations crime prevention and criminal justice programme, the General Assembly approved the statement of principles and programme of action of the United Nations crime prevention and criminal justice programme annexed to that resolution. In paragraph 16 of the statement of principles, it is stipulated that the general goals of the programme should be to contribute to, *inter alia*, more efficient and effective administration of justice, with due respect for the human rights of all those affected by crime and all those involved in the criminal justice system.

6. Subsequent to the restructuring of the United Nations crime prevention and criminal justice programme, the Council, upon the recommendation of the Commission, adopted resolutions 1992/22 and 1993/34, in which it emphasized the need to strengthen the clearing-house facilities of the programme and to develop the infrastructural capacity to match the training needs of Member States with the available opportunities. In section IV of its resolution 1993/34, the Council requested the Secretary-General to report to the Commission, at its third session, on progress made in the improvement of computerization in criminal justice management, with emphasis on strengthening national capacities for the collection, collation, analysis and utilization of data.

7. The Commission, in its resolution 3/3, recalling General Assembly resolution 45/109, *inter alia*, called on Member States to provide promptly and accurately the statistical information requested for United Nations surveys on crime trends and to facilitate other international surveys sponsored by the United Nations on victims, offenders, criminal justice operations and crime prevention. In the same resolution, the Commission called on Member States, interregional and non-governmental organizations and the private sector to assist the Secretary-General in establishing an ad hoc group of experts on computerization of criminal justice information, with a view to advising him in developing computerization projects dealing with training and funding, as well as the evaluation of such projects. In addition, the Commission requested Member States to give serious consideration to strengthening the information management functions of the United Nations crime prevention and criminal justice programme, including technical cooperation programmes on computerization, and to provide technical and financial assistance to the development of related projects. The General Assembly, in its resolution 45/109, requested the Secretary-General, in cooperation with the network of United Nations institutes for the prevention of crime and the treatment of offenders, to establish a technical cooperation programme for the systematization and computerization of criminal justice in order to offer training, assess needs, formulate and execute specific projects, and to report on the results achieved to the Ninth Congress.

B. Substantive background

8. Criminal justice systems cannot be managed effectively without knowledge and detailed monitoring of (a) the factors underlying the development of crime and (b) the operation of the criminal justice agencies.

Such monitoring is impossible in the absence of reliable and expedient information. Strategic planning, policy development and evaluation of all aspects of the criminal justice system and operational running of the agencies require such information. This implies a need to develop, maintain and properly utilize crime-related and criminal justice information.

9. An understanding of the factors underlying the development of crime and of criminal justice processes cannot be expected to unfold simply from the production and distribution of statistical data or from efforts to promote information technology. While these are of enormous importance they have to be placed within a strategy involving the implementation of credible and effective crime prevention and criminal justice policy based on community expectations, human and financial resources and the operational potential of the system. Therefore, the strategic approach requires fruitful utilization of international experiences and modern research and potential processing techniques and infrastructure, taking into consideration community needs and priorities.

10. The 1990s are a period of enormous opportunity and challenge for the administration of criminal justice. Information technology has the potential to greatly increase the efficiency and effectiveness of the police, prosecution services, the courts, corrections and other criminal justice agencies by providing a wealth of information-processing services, solutions to management problems and assistance in preventing crime and in bringing offenders to justice. Advanced information systems have the potential to help criminal justice authorities anticipate and deal with crime control and criminal justice problems as they develop.

11. Computer-stored criminal justice information, however, yields personal data that, if not properly safeguarded, could endanger the privacy of citizens. Moreover, faulty techniques used in gathering or analysing information can undermine decision-making or policy planning. Therefore, legislators should clearly define standards for the collection, maintenance and dissemination of information by criminal justice agencies.

C. Issues for discussion

12. The following elements could be reviewed during the workshop on international cooperation and assistance in the management of the criminal justice system: computerization of criminal justice operations and the development, analysis and policy use of criminal justice information:

(a) Benefits of computerization;

(b) Prerequisites for improved management of the criminal justice system and the necessary controls and legal safeguards;

(c) The use of criminal justice information in management and policy formulation: selected examples from jurisdictions in both developed and developing countries;

(d) Issues in international cooperation, including communications and the exchange of information, surveys in crime prevention and criminal justice, training and education, and needs assessment;

(e) Exploration of modalities for United Nations technical cooperation activities in the area of computerization and the use of criminal justice information in policy-making.

I. BENEFITS OF COMPUTERIZATION

13. The need to introduce computer-based information systems tends to arise as a result of three problems. First, the sheer volume of information collected by manual information systems makes it more and more difficult to provide timely and accurate information. As the volume of criminal cases increases, manual record-keeping becomes increasingly less cost-effective. Two types of problems are likely to arise: backlogs will develop and the information recorded in the manual system will be inaccurate and out of date; and the pressure of coping with the increasing tide of information will increase the potential for error. Placing incorrect information in the hands of both administrative and operational personnel increases the likelihood of undesirable policy or operational decisions. Reducing the resulting costs to the system and to society is one of the primary benefits of computerization.

14. Secondly, as society and the nature of crime grow more complex, the structure of the data required to properly administer the criminal justice system becomes more complex as well. These complexities soon overwhelm the abilities of manual systems and even those of rudimentary computer-based systems. To properly investigate the more complex crimes found in society today and to more efficiently allocate scarce criminal justice system resources, administrators require more information about criminal events. The way the information is used changes over time. Instead of using simple statistics, such as those based on event counts, administrators can analyse the data in a more intensive manner using statistical models. In addition, new and more powerful graphical and spatial forms of analysis can be employed. Those methodologies require data speed, accessibility and dimensionality that manual systems cannot provide.

15. Thirdly, the need for administrators and organizations to share data increases as the scope and complexity of crime increase. Much of the data collated in a typical criminal justice information system may be useful to many organizations in the same government. This presents two problems: the data are collated many times, with all the inherent unnecessary costs of redundancy; and that introduces the potential for inconsistency since the data may be generated at different times and may be measured in different ways, even though the underlying concept, that of measuring the performance of the criminal justice system, is the same. Both situations can create problems for criminal justice administrators.

16. Offenders do not necessarily confine their activities to a single jurisdiction. Thus, there are increasing needs and opportunities to share information across jurisdictional or national boundaries. As in all of the other cases the value of information varies with its timeliness. While conceptually it is possible to share information even between manual systems, the timeliness and accuracy of such information is suspect, and consequently so is its value. In the final analysis manual systems can provide little of the functionality required for effective and efficient information-sharing.

II. PREREQUISITES FOR IMPROVING THE UTILIZATION OF INFORMATION IN THE MANAGEMENT OF THE CRIMINAL JUSTICE SYSTEM

17. Contemporary innovative information technologies, when carefully designed, developed and implemented, can increase the efficiency of law enforcement agencies, prosecution, courts and correctional services in the management of the increasingly complex criminal justice system and can help criminal justice authorities to anticipate and deal with crime control and criminal justice problems as they develop.

18. There are many successful systems that yield considerable benefits. At the same time, many other projects have failed to reach fruition or have proved to be costly and ineffective. The design and operation of information systems generally require extensive resources. Because of such cost considerations, senior and executive management in criminal justice administrations and even legislators must be involved in the planning of criminal justice information systems from the vert beginning. Moreover, senior management has

a sufficiently broad view of the overall objectives of the criminal justice process and ultimately is responsible for deciding the uses, features and limitations of information systems, as well as the relative priorities of those systems among various programmes competing for limited resources. Senior management must be fully cognizant of the potential benefits and inherent costs and risks of the systems. Therefore, the basic prerequisite for introducing computerization in the administration of criminal justice is the involvement of senior and executive management, as noted in a report of the Secretary-General on progress made in the improvement of computerization in criminal justice management, with emphasis on strengthening national capacities for the collection, collation, analysis and utilization of data (E/CN.15/1994/3, para. 7). The scope of the computerization project will to a large extent determine the most appropriate persons to play this role. As the scope expands, the responsibility and authority of the persons required for successful implementation and operation of the system will also increase.

19. The workshop may wish to consider a number of issues that are critical to the success of an information system. The first issue that it may wish to consider, one that is most critical, is the clear establishment of the scope and scale of the system so that they are consistent with the requirements and resources of the organization in question. Those dimensions need to be established by undertaking a needs assessment study.

20. The needs assessment study has two fundamental objectives: to determine whether there is a need for computerization within the organization in question, and, if there is a need, to decide on the scope or extent of the computerization.* The achievement of both objectives is crucial. If computerization in the administration of criminal justice is initiated without first conducting a needs assessment, it is almost certain that it will fail to have the desired effect and that the costs will exceed the benefits. An additional drawback is that future computerization projects may well be looked upon unfavourably. If the scope or extent of computerization projects is too broad or too narrow, either the costs will not correspond with the benefits or the benefits that could have been gained at little additional cost will be lost. A thorough needs assessment study may even show that computerization in certain areas is not necessary, or that the problems noted could be resolved by reorganizing the structure of the criminal justice agency in question.

21. The needs assessment study should identify projects that have a high probability of success and whose potential benefits substantially outweigh their costs. It should be based on an open dialogue between experts in computerization in criminal justice and the future participants in the system, including policy makers, criminal justice administrators and the end-users of the system. The study should be conducted in the environment in which the system is to be deployed.

22. Once the needs assessment study has determined the purpose of computerization and has indicated its direction, the next step in the planning process should be to develop an overall strategy that will:

(a) Clearly identify the goals and objectives of the organization as a whole;

(b) Define the information needs of the organization as a whole and of the component parts of the organization;

(c) Identify the impact of information on the way the organization works, in order to determine factors that may critically affect the achievement of the objectives;

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*Within the terms of reference of the United Nations programme on the computerization of criminal justice information (see General Assembly resolution 45/109), on the basis of the needs assessment, external resources can be sought and deployed for activities that are most needed within the overall justice programme of the country and for which there are insufficient government resources.

(d) Clearly specify how computerization can help the organization to improve the flow of information.

23. In developing the strategy, consideration should be given to the merits of proceeding with a comprehensive criminal justice information system, in contrast to a series of independent, function-specific systems (police, courts, corrections etc.). In addition, the costs and benefits of building a custom-designed system, as opposed to transferring technology from elsewhere, or tailoring packaged systems, should be examined. Since the organization, and even perhaps its structure, is likely to be affected, top management must play a significant role both in the needs assessment exercise and in developing the strategy.

24. The second issue that the workshop may wish to consider is the resources involved. There must be sufficient resources available not only to construct but also to maintain the system once it becomes operational. All too often the cost of constructing information systems is underestimated and the resources required to keep the system running are completely ignored. The result is that the original design of the project is reduced and there is a corresponding reduction in its benefits. Similarly, a system is likely to fall into disrepair if its scope is such that the cost and complexity of operating and maintaining it exceed the benefits received.

25. The human resources that are needed to operate and utilize the output of the system must be identified or developed. For all information systems there are implicit assumptions about the skill and training of the people who use, operate and maintain them. Those assumptions must be clearly specified so that the requirements of the system are met by those who will interface with it. Any gaps must be closed by developing and implementing training programmes or by altering the design of the system.

26. Furthermore, the physical structure necessary to support the technologies chosen for implementing the system must be functioning. The scope of the system, once it has been determined, frequently reveals implicit assumptions about the environment within which the system will operate.*

III. PURPOSE AND FUNCTIONAL REQUIREMENTS OF CRIME-RELATED AND CRIMINAL JUSTICE INFORMATION**

27. The main purpose of having criminal justice information is to create conditions for making informed decisions related to crime prevention and criminal justice. Planning, monitoring and evaluation should rest on comprehensive, reliable and timely data that must be purposefully produced, processed, analysed, utilized and made available to the public. Such data are needed:

(a) To keep planners of criminal justice policy informed, increasing the accuracy of predictions about crime rates and crime trends, costs, personnel requirements, demand for services etc.;

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*Such as the availability, reliability and quality of power and telecommunications. Any special requirements of the technology employed, such as temperature, humidity and air quality, should be known from the outset.

**This subsection is based on Sange de Silva, "Purpose of developing national criminal justice information mechanisms", Richard Scherpenzeel, Wang Lixian and Ugljesa Zvekic, eds., *Development and Policy Use of Criminal Justice Information: Proceedings of the Beijing Seminar*, UNICRI Publication No. 53 (Rome/The Hague), forthcoming; Sange de Silva, "Functional requirements of a system of criminal justice information", Richard Scherpenzeel, Wang Lixian and Ugljesa Zvekic, eds., *Development and Policy Use of Criminal Justice Information: Proceedings of the Beijing Seminar*, UNICRI Publication No. 53 (Rome/The Hague), forthcoming; and Donald J. Weatherburn, "Policy uses of criminal justice information: a New South Wales perspective", Richard Scherpenzeel, Wang Lixian and Ugljesa Zvekic, eds., *Development and Policy Use of Criminal Justice Information: Proceedings of the Beijing Seminar*, UNICRI Publication No. 53 (Rome/The Hague), forthcoming.

(b) To identify problem areas of common concern to different levels and sectors of government (for example, in order to initiate adequate local and national policies and programmes);

(c) To assess the impact of legislative and policy changes (for example, to ensure that those changes have the intended effects);

(d) To provide a basis for planning resource allocation, for monitoring, evaluating and controlling performance and service delivery (for example, in order to determine when to increase or decrease the level of investment in law enforcement and criminal justice, or to reduce inconsistencies in policy in different sectors of a criminal justice system).

28. Apart from the above-mentioned purposes, which are government-oriented, another important purpose, public accountability, stands out. It consists of components such as the following:*

(a) Informing the public about crime and government responses to crime, including data on how citizens are dealt with by the justice system;

(b) Making available indicators on governmental spending on crime and the administration of criminal justice and related efficiency, effectiveness and fairness;

(c) Providing international comparisons;

(d) Promoting rational public debate about crime and criminal justice.

29. In addition, there are other persons in the academic and research community who might use criminal justice information to advance knowledge and understanding of the relationship between crime, responses to crime and other social policies and between crime and social change or development.

30. Criminal justice programmes face the challenges of competing needs and interests usually in an environment of limited resources and changing and expanding demands. Therefore, a solid management process is needed to establish, confirm or change strategic direction; to verify and modify users requirements; determine priorities; to develop strategies for allocating resources; and to establish and review, if needed, procedures for monitoring, evaluating and controlling operational planning and adjustment of the strategic programme.

31. Experts in crime prevention, victimization and criminal justice policy, programmes and administration must play key roles in designing the statistical projects and series, in determining concepts and definitions, in planning and conducting analysis and in preparing recommendations. Highly specialized personnel is an important requirement for the development, operation and strategic use of a criminal justice information system.

32. There is a broad array of technology designed to improve the administration of justice. In some cases, however, the application of such technology may be severely limited or may not be cost-effective if it is employed in an inappropriate environment. At the same time, many national and local criminal justice authorities with limited resources are struggling to meet a growing number of demands. The situation is

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*See also the report of the Secretary-General on progress made on the fourth and fifth surveys of crime trends and operations of criminal justice systems, and other initiatives under way to acquire, process and distribute crime prevention and criminal justice data (E/CN.15/1994/2, paras. 4-5).

particularly acute in developing countries, which may have difficulties producing even basic criminal justice statistical data. Therefore, within the context of current resource constraints, criminal justice administrators need to deal with priority computerization needs first and to identify the right technologies for solving the problems they are facing.

33. Any planning of criminal justice information systems should take into account the fact that there are four distinct types of such systems:

(a) In archival information storage systems, pieces of information are stored for later retrieval and analysis. Such systems may include criminal history record systems, stolen motor vehicle registries, crime-related statistical systems and demographic statistical systems;

(b) Tactical information systems, through which relevant information is gathered from various sources, including archival systems, and is analysed to support decisions on tactics for dealing with specific situations: typical uses of tactical information systems include the provision of data needed to make pretrial detention decisions and sentencing decisions, to plan investigations and to execute planned arrests;

(c) Case management systems, which are designed to support the operations of the prosecution and the courts: such systems cover all aspects of case monitoring (such as case and defendant tracking, case inquiry, the status of the case proceedings, or court scheduling) and the generation of documents, notices and caseload and operational statistics;

(d) Strategic information analysis systems, through which a broad spectrum of information is gathered and analysed to detect trends and conditions in an environment: strategic information can be used to support the planning of law enforcement strategies, programmes and general resource deployment, and to evaluate the success of existing programmes; examples include the analysis of trends in crime rates and in the sociocultural profile of a community.

34. The ease with which offenders cross jurisdictional borders and with which criminal organizations spread their activities over several States illustrates the importance of information-sharing and coordination between different Member States and between different levels of government. Such international cooperation between law enforcement agencies already exists in some regions, most notably in southern Africa, Europe and North America. Jurisdictions that are planning information systems should take into account information-sharing needs and seek, whenever possible, to coordinate their systems planning with other jurisdictions. On the national level, systems planning must also seek to achieve compatibility of information collection and reporting formats among jurisdictions. Such compatibility could facilitate information-sharing and reduce costs.

35. In some cases, various agencies within a single governmental jurisdiction each maintain separate information systems that are designed and implemented to meet their particular needs.* Although the overall information needs of different agencies may vary, separate agencies may have some similar or shared information needs. Therefore, policy makers should seek government-wide, coordinated inter-agency planning of the development of information systems. Such coordinated development should seek to eliminate unnecessary duplication of effort, to consolidate or integrate separate information systems when feasible and to ensure the compatibility of separately maintained information systems.

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*Portions of this text are based on National Criminal Justice Association (United States of America), "Policy statement", 3 June 1993.

36. Regarding further efforts to promote international cooperation, particularly among developing countries,* experience indicates that:

(a) An understanding of the factors underlying the development of crime and criminal justice processes does not unfold simply from the production and distribution of information;

(b) Before introducing advanced technology, it is necessary to have a clear understanding of the purposes of criminal justice information systems and the requirements for its proper operation, maintenance and development;

(c) The value of a criminal justice information system is directly linked to the reliability of the information that it provides.

IV. CONTROLS AND LEGAL SAFEGUARDS

37. The accuracy, completeness and timeliness of information in criminal justice databases is of paramount importance. Criminal justice personnel rely on the databases to make decisions that considerably affect individuals and public safety. In a number of countries, businesses and private organizations may also rely on government databases, such as criminal history record systems, to assist them in making decisions regarding employment, financial matters or volunteer appointments. Inaccurate, outdated or otherwise misleading information could threaten the privacy of individuals.

38. In the performance of their legitimate duties, criminal justice authorities compile sensitive personal information about individual citizens. Inappropriate use of that information constitutes a violation of personal privacy. This raises the question of the provision of appropriate legal protection of such privacy, as provided for under article 17 of the International Covenant on Civil and Political Rights (General Assembly resolution 2200 A (XXI), annex) and in accordance with the guidelines for the regulation of computerized data files (E/CN.4/1990/72), adopted by the General Assembly in its resolution 45/95. Therefore, in the design and operation of information systems, all possible steps must be taken to ensure the security and proper use of personal information.

39. The privacy and security interests of citizens must be considered carefully throughout information system planning. The information gathered in criminal justice information systems should be limited strictly to those types of information that are truly necessary for legitimate criminal justice purposes. Clear policies must also be established limiting the access to and the use and dissemination of sensitive personal information in order to prevent invasive or illicit uses of that information. In addition, agencies responsible for such information systems should promulgate administrative regulations that set forth specific standards for the inclusion or exclusion of certain types of information; guidelines for analysing the information contained in the system and making inferences from it; standards for securing and disseminating personally identifiable information; standards for the dissemination of reports produced through the system; and a procedure by which aggrieved persons or organizations who have been publicly identified by the system may challenge the accuracy of the information released by it.

40. The greater use of computers in society as a whole, and not only within the criminal justice system, has drawn attention to computer-related crime. The issues involved in such crime are dealt with in the United Nations manual on the prevention and control of computer-related crime,[1,2] which was drafted at the initiative and with the support of the Government of Canada.

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*See also section VIII below.

V. INTERNATIONAL COOPERATION AND ASSISTANCE IN THE COMPUTERIZATION OF CRIMINAL JUSTICE OPERATIONS AND IN THE DEVELOPMENT, ANALYSIS AND POLICY USE OF CRIMINAL JUSTICE INFORMATION

41. International cooperation has significant potential in facilitating efforts by Member States to solve their problems in computerization and to develop, analyse and use criminal justice information. First, despite differences that may exist in the cultural, economic, political and social context of computerization issues, Member States can learn from the successes and failures of other Member States in responding to the problems. Secondly, international cooperation provides a learning experience for both the provider and the recipient of the assistance. Thirdly, work in this field may help, for example, neighbouring countries in preventing and controlling crime that could otherwise cross national borders or may facilitate the exchange of information for coordinating activities aimed at preventing and combating transnational organized crime. Finally, in many cases the problems in this field are so vast that they exceed the capacity of Member States to provide an effective response.

42. International cooperation involves a number of different actors, including individual Governments, the United Nations, intergovernmental and non-governmental organizations, governmental agencies, national and even local professional and scientific associations, academic institutions, private enterprises and individuals.

43. Experience with international cooperation projects has shown the need for careful planning.[3] All the parties must have a clear idea of the objective of each stage in the project in question and of the obligations of each party. Because of the importance of securing a sufficient degree of support and coordination at all levels, the project should always be designed and carried out at the invitation of the authorities of the recipient country and should be integrated into the overall development plan of the country.

44. The ideal project would have a multiplier effect in that the model used could be used elsewhere in the recipient country or in other countries (after being altered to fit local circumstances). The project should include arrangements for ensuring follow-up and evaluation.

VI. TECHNICAL COOPERATION ACTIVITIES IN THE COMPUTERIZATION OF CRIMINAL JUSTICE OPERATIONS AND IN THE DEVELOPMENT, ANALYSIS AND POLICY USE OF CRIMINAL JUSTICE INFORMATION CARRIED OUT WITHIN THE FRAMEWORK OF THE UNITED NATIONS CRIME PREVENTION AND CRIMINAL JUSTICE PROGRAMME SINCE THE EIGHTH UNITED NATIONS CONGRESS ON THE PREVENTION OF CRIME AND THE TREATMENT OF OFFENDERS

A. Communications and the exchange of information

45. One way to provide international assistance, especially to countries that are just beginning to computerize the administration of criminal justice, is to develop guidelines and manuals such as the *Manual for the Development of Criminal Justice Statistics*[4] and the *Guide to Computerization of Information Systems in Criminal Justice*.[5]

46. The European Institute for Crime Prevention and Control, affiliated with the United Nations, has taken an important step for the exchange of information about criminal justice computer applications by publishing the *Directory of Criminal Justice Information Systems*.[6] The *Directory* is a valuable reference that enables a Member State to quickly determine which States in its region or elsewhere have developed systems to deal with problems similar to its own.

1. United Nations Crime and Justice Information Network

47. One of the powerful mechanisms for improving communication between Member States is the United Nations Crime and Justice Information Network (UNCJIN), a computer network established in pursuance of Economic and Social Council resolution 1986/11 to facilitate the exchange of information among criminal justice policy makers, professionals and researchers around the world. UNCJIN encompasses three basic dimensions: an electronic mail facility, databases and access to other computer networks and their databases and services.

48. UNCJIN operates on Internet, one of the world's largest computer networks, with nearly 30 million members. Through Internet, UNCJIN has developed its own electronic discussion group of about 500 participants, who exchange views on current crime and justice issues. By facilitating the crossnational exchange of information and ideas, UNCJIN provides the international community with an important service, which for three years was financially supported solely by the Bureau of Justice Statistics of the United States Department of Justice and in the current fiscal year has, in addition, been supported by the National Institute of Justice, of the same Department. At the initiative of the Crime Prevention and Criminal Justice Branch, and as UNCJIN will be transferred to the Branch, a larger information project involving technical assistance from the National Institute of Justice is being considered. The project, tentatively named "United Nations Online Crime and Justice Clearing-house", would utilize a search and communication programme known as "World Wide Web" to relay crime-related data to and from Governments via the Branch and the institutes comprising the United Nations crime prevention and criminal justice programme network. A prototype of this computerized programme will be demonstrated at the Ninth Congress. The current and future dimensions of the information project are discussed in an addendum to the present report (A/CONF.169/13/Add.1).

2. Crime surveys

49. The quantitative comparative analysis of crime information across societies has a long history. In the past, however, there was much less discussion on the potential than on the limitations of crime surveys.

50. In academic circles and in the United Nations, more attention has been paid to reporting quantitative rather than descriptive or qualitative information, in particular, official data on criminal justice administration. Only more recently has greater interest been shown on victim data and non-official offender information at the international level.* Moreover, efforts have been made at the international level to collect and analyse data on crime in which organizations were the victims or offenders.**

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*In addition to the international crime (victim) survey, an international self-report delinquency study was initiated in 1990 under the aegis of the Research and Documentation Centre of the Ministry of Justice of the Netherlands. The study involved Belgium (Liège), Germany (Mannheim), Greece (Athens), Netherlands, New Zealand (Dunedin), Portugal, Spain and United Kingdom of Great Britain and Northern Ireland (England and Wales; and Northern Ireland (Belfast)). School samples were drawn from Finland (Helsinki), Italy (Genoa, Messina and Siena) and the United States of America (Omaha). Data were collected through face-to-face interviews or self-administered questionnaires or a mixture of the two. The results were published in Josine Junger-Tas, Gert-Jan Terlouw and Malcolm W. Klein, eds., *Delinquent Behaviour among Young People in the Western World* (New York, Kugler Publications, 1994).

**One example is the international survey of crimes against businesses, coordinated by the Ministry of Justice of the Netherlands, the Home Office of the United Kingdom and the Australian Institute of Criminology. Pilot studies were carried out in 1993 in the Netherlands and the United Kingdom and a full-fledged survey was carried out in Australia. The survey is currently being conducted in France, Germany, Indonesia, Italy, Netherlands, South Africa, Spain, Switzerland and United Kingdom.

3. United Nations surveys of crime trends and operations of criminal justice systems

51. For more than three decades, United Nations efforts in the area of crime surveys have focused on promoting the United Nations surveys of crime trends, operations of criminal justice systems and crime prevention strategies. The main objectives of the surveys have been:

(a) To promote informed decision-making in the administration of criminal justice, nationally and crossnationally;

(b) To stimulate Member States to develop their own systems of criminal justice information;

(c) To provide institutions and experts with criminal justice statistics and hypotheses for special research with a view to improving the effectiveness of programmes to reduce and control crime;

(d) To provide Member States with an overview of, and an opportunity to study, the interrelationship between various parts of the criminal justice system.

52. In pursuance of General Assembly resolution 3021 (XXVII), the Secretariat carried out the first worldwide survey of crime trends, covering the period 1970-1975. Since then, three additional surveys have been carried out, covering the periods 1975-1980, 1980-1986 and 1986-1990. A fifth survey, covering the period 1990-1992, is being prepared.

53. The increasing importance of world crime surveys, the propensity and capacity of countries to participate and improvements in the methodology used are revealed by the number of replies received from countries or territories. A total of 64 countries or territories submitted replies for the First Survey. That number totalled 80 for the Second Survey and 78 for the Third Survey. For the Fourth Survey, 98 countries or territories had sent replies as of 15 November 1994. The number of countries or territories that submit replies varies depending on the region, type of crime and particular aspect of the criminal justice system. Not all of the returned questionnaires provide complete statistical data, a fact that restricts the scope of some forms of data analysis.

54. In general, the United Nations surveys have revealed that police and prison data are the most widely available and the easiest to provide at the international level, particularly in developed countries, while the least available data have included data on resources of the criminal justice system and on characteristics of the persons processed in the system. The fact that in most societies an increase in crime has been coupled with an increase in policing and corrections calls in question the common reliance on repression to curb crime. It appears that, after all, most societies still rely on repressive strategies, despite advances made in crime prevention and non-custodial measures. Consequently, even if there has been no clear levelling out between developed and developing countries, North and South, in terms of the types of crime, there has been such a levelling out in terms of traditional responses to crime. To the costs of official reaction should be added those of private sector control. The United Nations surveys constitute an important tool for advancing the development of national criminal justice information systems in that they facilitate informed decision-making in the administration of justice.

55. More details on the results of the Fourth Survey will be made available at the workshop in an interim report by the Secretariat (A/CONF.169/15)* and in the regional reports by the institutes.

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*The interim report refers to publications and other documents based on the results of global and regional analyses of earlier surveys. Those publications and other documents will be listed in a conference room paper. Furthermore, the Crime Prevention and Criminal Justice Branch and UNICRI plan to publish the first report on crime and justice in the world, pursuant to the Economic and Social Council resolution 1992/22, section I, in which the Council called for the surveys to be conducted on a biennial basis.

4. International crime (victim) survey

56. An essential goal of criminal policy is to increase the safety and security of the community, persons and property. Victim surveys may indicate the extent to which criminal policy is achieving its objectives; or they may indicate why those objectives are not being achieved.

57. Victim surveys have been carried out for several years in a small number of developed countries; however, almost none have been conducted in developing countries or in countries in eastern or central Europe. The potential of victim surveys in making comparisons led to the first and second international crime (victim) surveys being carried out in 1989 and 1992 under the coordination of an international working group.* The main objectives of the international crime (victim) survey are as follows:

(a) To promote a crime prevention community and victim-centred strategy in line with the policy recommendations of the United Nations crime prevention and criminal justice programme;

(b) To promote the systematic collection of accurate and reliable information as a basis for the development of rational policies and their analysis and evaluation;

(c) To promote research and policy use of the victimization surveys at the local, national and international levels;

(d) To promote international comparative research;

(e) To provide technical cooperation projects;

(f) To provide internationally comparable crime and criminal justice databases.

58. Although the international crime (victim) survey has limitations, it offers an alternative means of comparing statistics on offences recorded by police and tends to reflect the amount of crime that victims and bystanders draw to the attention of the police and to analyse differences in police procedures as regards what offences are counted and how they are counted. It also offers a better comparative methodology than independently organized national victim surveys, where differences in design seriously compromise comparisons.

59. The results of the international crime (victim) survey indicate that crime is a heavy burden to many people; for instance, over one in five persons experienced in the previous year at least one incident of theft or damage to their property or some form of aggressive behaviour. The levels of actual risk are far from negligible, even though in some cases and in some countries the consequences are cushioned by insurance schemes, social welfare or family and/or community care.

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*The international crime (victim) surveys, which were coordinated by UNICRI and the Ministry of Justice of the Netherlands, involved Argentina (Buenos Aires), Australia, Belgium, Brazil (Rio de Janeiro), Canada, China (Beijing), Costa Rica, former Czechoslovakia, Egypt (Cairo), Estonia, Finland, France, Georgia, Germany, Greece (Athens), India (Bombay), Indonesia (Ambon, Jakarta, Manado, Medan, Palembang, Pandang, Pontianak, Surabaya and Ujung), Italy, Japan, Netherlands, Norway, Papua New Guinea (Goroka, Lae and Port Moresby), Philippines (Manila), Poland, Republic of Korea (Seoul), Russian Federation (Moscow), Slovenia (Ljubljana), South Africa (Johannesburg), Spain, Sweden, Switzerland, Tunisia (Tunis), Uganda (Kampala), United Kingdom, United Republic of Tanzania (Dar es Salaam) and United States. The results of the first international crime (victim) survey were published in J.J.M. van Dijk, P. Mayhew and M. Killies, *Experiences of Crime across the World* (Deventer, Netherlands, Kluwer, 1991). The results of the second international crime (victim) survey appeared in A. Alvazzi del Frate, U. Zvekic, and J.J.M. van Dijk, eds., *Understanding Crime: Experiences of Crime and Crime Control*, UNICRI Publication No. 49 (United Nations publication, Sales No. E.93.III.N.2).

60. The results of the international crime (victim) survey help put local crime problems in a broader, international perspective. In many countries the public view is probably that crime is a national plague for which local shortcomings are to be blamed. There may well be little awareness that other countries with Governments of political orientations and/or with different social infrastructure face similar problems. Moreover, the results of the survey dismiss the notion of high crime rates being unique to just a few select developed countries. Indeed, many countries suffer from a high level of property and violent crime, particularly in urban areas. It should be pointed out that the results of the international crime (victim) surveys need to be viewed in the context of other studies and information related to crime-generating and crime-reducing processes.

B. Training and education

61. Since the Eighth Congress, the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders has organized three regional workshops on computerization of criminal justice information as part of its international training programme:

(a) The first workshop, held from 5 to 12 November 1991, for the 28 participants from 16 countries in the international training course on the theme "Effective and innovative countermeasures against economic crime";*

(b) The second workshop, held from 26 October to 6 November 1992, for the 29 participants from 16 countries in the international training course on the theme "Quest for effective methods of organized crime control";

(c) The third workshop, held from 1 to 8 June 1994, for the 25 participants from 16 countries in the international training course on the theme "Effective treatment of drug offenders and juvenile delinquents".

62. The participants in the workshops were practitioners in various fields of criminal justice administration. The workshops were conducted under the guidance of visiting experts in computerization of criminal justice information.

63. The workshops placed emphasis on the goals and objectives of computerization, as well as on the expertise essential to planning and implementation of computerization in criminal justice administration. They dealt with the technical aspects of information technology only as needed. They focused on a wide range of potential benefits that could be achieved at all stages of criminal justice proceedings - from law enforcement, the prosecution and the judiciary to corrections - by using appropriate computer applications. They also focused on key factors and guiding principles to be taken into account in introducing information technology in the criminal justice administration.

64. The workshops offered 16-20 hours of lectures and practical training and demonstrations of applications ranging from electronic mail network services to emerging technologies in criminal justice. The workshops were particularly significant since they exposed many participants for the first time to information on computerization with which criminal justice administrators should be familiar. The workshops were given high ratings by the participants in an evaluation conducted by the Asia and Far East Institute at the end of the training courses.

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*A compilation of the papers presented in the first workshop is being published in Richard Scherpenzeel, Edward C. Ratledge and Aaron Caplan, eds., *Computerization of Criminal Justice Information Systems*, UNAFEI Publication, 1991.

65. The curricula of the workshops, as well as the size of the classes and their composition (equal participation from the various agencies: law enforcement, prosecution, courts and correctional administration), proved to be ideal. The mixed composition of the classes led to an improved understanding among the participants of the need for inter-agency cooperation in introducing computerization in the administration of criminal justice (see the report of the Secretary-General on international cooperation and practical technical assistance for strengthening the rule of law: promoting the United Nations crime prevention and criminal justice programme (A/CONF.169/...)).

66. At the invitation of the Ministry of Justice of China, UNICRI organized and sponsored the Seminar on Development and Policy Use of Criminal Justice Information, which was held at Beijing from 12 to 16 September 1994. Participating in the seminar were representatives from the Ministry of Justice, the Ministry of Public Security, the Public Prosecutor's Office, the courts and academic and research institutions. In addition, participants were selected from among senior managers involved in the collection and analysis of criminal justice information.*

67. The Seminar resulted in the elaboration of the following proposals for follow-up activities within the framework of international cooperation: the organization of visits enabling Chinese officials and experts to study the criminal justice systems of other Member States; the organization of needs assessment missions to China, and the implementation of pilot projects, for example, on the tracking of court cases; the organization of training courses in data collection and data analysis, and the use of information technology in the administration of criminal justice; and exploration of the possibility of organizing a workshop on issues related to the development and use of criminal justice information for management and public utility.

68. Within the framework of the implementation of the 1992 international crime (victim) survey, UNICRI provided methodological advice and training related to the design, administration, analysis and reporting of the results of the survey to the participating developing countries.

C. Needs assessment

69. The European Institute for Crime Prevention and Control undertook several needs assessment missions at the request of the Governments of Bulgaria, Poland, the Russian Federation** and Slovenia.*** The Department of Development Support and Management Services of the Secretariat, in turn, funded needs assessment missions that were undertaken at the request of the Governments of Cuba and Nepal. The purpose of those missions was to determine the type of assistance that could be provided to national projects on the computerization of criminal justice management.

70. The needs assessment missions to Bulgaria and the Russian Federation resulted in the elaboration of the following proposals:

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*The proceedings of the Seminar are being published in Chinese and English by UNICRI in cooperation with the Ministry of Justice of China and the Ministry of Justice of the Netherlands (Ugljesa Zvekic, Wang Lixian and Richard Scherpenzeel, eds., *Development and Policy Use of Criminal Justice Information: Proceedings of the Beijing Seminar*, UNICRI Publication No. 53 (Rome), forthcoming). The results of the Seminar will be presented at the Ninth Congress in the workshop on international cooperation and assistance in the management of the criminal justice system.

**Carried out within the framework of the judicial reform of the Russian Federation.

***Undertaken in cooperation with the Ministry of Justice of the Netherlands.

(a) The organization of visits by senior executives and experts to study developments in the computerization of criminal justice information in other Member States;*

(b) The organization of management seminars on principles of computerization in the management of criminal justice;**

(c) The development of pilot projects in the areas of prosecution and tracking court cases and management systems.***

71. UNICRI, in cooperation with UNDP, carried out a project development mission in Papua New Guinea aimed at assisting in the development and coordination of crime and criminal justice information strategies and mechanisms, including the establishment of infrastructure such as a bureau of crime and justice statistics and the planning of local victimization surveys.[7]

VII. FUTURE DIRECTIONS OF INTERNATIONAL COOPERATION

72. The Ministry of Justice of the Netherlands, UNICRI, the European Institute for Crime Prevention and Control, and the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders have contributed to the implementation of the technical cooperation programme for the computerization of criminal justice, pursuant to General Assembly resolution 45/109. However, only one expert has been made available for the implementation of the complex technical cooperation programme. That expert has been kindly provided by the Ministry of Justice of the Netherlands, at the request of the European Institute for Crime Prevention and Control.

73. Although priority has been given to the programme and there have been successful technical cooperation projects for many years, the United Nations has not yet established an appropriate infrastructure for the planning, implementation, monitoring and evaluation of such projects. The technical cooperation capacity of the United Nations crime prevention and criminal justice programme should be strengthened so that it may develop the infrastructure required to meet the needs of Member States. The development of infrastructure for international technical cooperation is essential to enabling Member States to benefit from the resources and knowledge gained from existing programmes and projects. Some of the components of that infrastructure are discussed below.

A. Expert group

74. The General Assembly, in its resolution 45/109, requested the Secretary-General to establish a group of experts to, *inter alia*, monitor the activities of the technical cooperation programme. The Eighth Congress, in its resolution entitled "Development of United Nations criminal justice statistical surveys",[8] requested the Secretary-General to appoint an ad hoc group of experts to advise him with respect to the design,

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*The Ministry of Justice of the Netherlands organized and funded study visits to that country for four senior executives and experts from the Office of the Prosecutor-General of Bulgaria from 2 to 7 October 1994 and for nine senior executives and experts from the Ministry of Justice, the Office of the Prosecutor-General and the Judiciary of the Russian Federation from 23 to 31 October 1994.

**The seminars, which are currently scheduled to be held in Bulgaria and in the Russian Federation at the beginning of 1995, are to be organized by the European Institute for Crime Prevention and Control and sponsored by the Government of Canada, the Government of the Netherlands, the United Nations Development Programme (UNDP) and the United States Agency for International Development.

***Fund-raising for the development of the pilot projects has been initiated. Consultations concerning funding are taking place with donor countries and international development aid agencies.

development, implementation and analysis of future United Nations crime and criminal justice statistical surveys. As there have been no funds to establish the above-mentioned groups of experts, the resolutions have not been implemented.

75. Extrabudgetary support would be required for the establishment of such expert groups. For instance, it might be possible to recruit high-level experts through arrangements similar to those worked out between the Ministry of Justice of the Netherlands and the European Institute for Crime Prevention and Control; or Member States might wish to participate in technical cooperation projects by seconding middle- and high-level computer and statistical staff. Such approaches would be in line with the programme priorities set out in General Assembly resolution 46/152, annex. The Economic and Social Council, in its resolution 1993/34, section IV, requested the Secretary-General to continue and to intensify efforts directed at the modernization of criminal justice techniques and administration, giving special attention to the needs of developing countries, including the introduction of compatible information technology to facilitate the administration of criminal justice and to strengthen practical cooperation on crime control between Member States. The Commission on Crime Prevention and Criminal Justice, in its resolution 3/3, called on Member States, interregional and non-governmental organizations and the private sector to assist the Secretary-General in establishing a group of experts on computerization of criminal justice information as envisaged in General Assembly resolution 45/109. In addition, UNICRI and the regional affiliate and associate institutes of the United Nations crime prevention and criminal justice programme might wish to host ad hoc expert group meetings to consider follow-up to General Assembly resolution 45/109.

76. Given current global fiscal restraints, alternatives to the establishment of two separate expert groups should be given careful consideration. An integrated expert group would have responsibilities related to the computerization and development of criminal justice information.

B. Roster of experts and directory of technical cooperation activities

77. Additional components of an infrastructure for international technical cooperation would include a regularly updated roster of individuals and organizations and a directory of technical cooperation activities undertaken by the United Nations and other international organizations. The directory should also be constantly updated to reflect the activities implemented and their sponsors.*

C. Needs assessment

78. The lessons learned from needs assessment missions undertaken in the areas of computerization of criminal justice operations and the development of criminal justice information systems suggest that, to be successful, needs assessment missions require thorough planning and preparation on the part of both the executing agency and the recipient. They also suggest that it is important to establish consistent and continuing political commitment at the executive and senior levels of government.** Each member State is responsible for establishing its own national priorities and if the Government is not committed to the development and use of criminal justice information mechanisms, little will be gained from need assessment missions and the recommended follow-up activities.

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*A related regional initiative, the computerized System of Information on Justice Administration (SIAJ), established by the Latin American Institute for the Prevention of Crime and the Treatment of Offenders, has already reached fruition. The participants of the ancillary symposium on computerization may wish to discuss SIAJ in more detail.

**See also the addendum to the report of the Secretariat on the computerization of the administration of criminal justice (A/CONF.144/14/Add.1).

D. Training and education

79. A major element in the introduction of computerization into the criminal justice system and the development and use of criminal justice information is education and training. Careful consideration needs to be given to questions such as who should be trained, when they should be trained in relation to the actual introduction of computerization, what aspects of information technology the various users need to learn and what methods will be used to train them. Each of the possible areas for training has a different target group:

(a) Training at the strategic level for policy makers;

(b) Training for managers who run the criminal justice information systems;

(c) Training of technicians in systems software, hardware, and data communication;

(d) Training of end-users of the computer applications.

80. Information is vital to each target group, but the type of information, the method by which effective training can be delivered, the type of person who must deliver the training, and the tools necessary for training will differ.

81. There must be a small cadre of well-trained professionals in the Member State in question who understand the advantages and disadvantages of introducing criminal justice information mechanisms; that will make it possible for the executive and senior levels of government to be properly briefed on the importance of making a consistent and lasting political commitment. It is important for the appropriate professionals to be properly trained in the planning and implementation of criminal justice information mechanisms. Those professionals will constitute the cornerstone of national efforts to develop and maintain such mechanisms.

82. Member States need to be able to turn to their own trained professionals for guidance on how to develop and maintain such mechanisms. Only then will the technical cooperation programme have achieved its goal of assisting Member States in establishing criminal justice information mechanisms for the administration of fair and efficient systems of justice. To obtain lasting results, special briefing sessions should be arranged for decision makers to enable them to translate the possibilities presented in the training seminars into actual technical cooperation projects.

83. The institutes cooperating within the United Nations crime prevention and criminal justice programme can play a leading role in providing such training. The European Institute for Crime Prevention and Control, in particular, has developed a curriculum for training seminars to acquaint senior criminal justice officials with computerization and with their key role in that process. The experience gained by that institute, UNICRI and the Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders in developing and conducting training seminars may serve as a basis for further work. If possible, comprehensive training projects should be included in the UNDP country programmes, as a way of augmenting national capacities and promoting sustainable development.

E. Participation in international efforts

84. The United Nations crime surveys and other international surveys are themselves important forums for international cooperation involving the exchange of information, the training of local professionals, and the dissemination of the results, both locally and internationally. Therefore, the proposed biennial crime trend surveys, as well as future international crime (victim) surveys, have the potential to contribute to the

development at the national level of infrastructure for data collection and analysis. And for that reason, major efforts should be made to provide technical assistance to countries in need of such support.

85. Another important modality of technical cooperation consists in providing opportunities for local professionals to participate in international conferences and information networks. That enables them to be informed of recent developments in the areas of criminal justice information, computerization, and research and statistical analysis, as well as to participate in the ongoing exchange of information at the international level. Interested parties are encouraged to become members in established networks and to develop informal contacts with experts in other countries through those networks.

F. Evaluation of technical cooperation projects

86. As with any other projects, it is important to provide for critical evaluation of the outcome of technical cooperation projects. Special attention needs to be given to the follow-up mechanisms of training courses and advisory missions. Training courses should also incorporate methodologies for the evaluation of data sources, surveys and the impact of technical cooperation projects, as well as the appropriateness of adopted or suggested computer applications. Evaluation and advisory missions to local agencies may prove useful in developing skills in data collection, processing and presentation.

VIII. CONCLUSIONS

87. The development of comprehensive criminal justice information systems and the computerization of the administration of justice for efficient, effective and equitable criminal justice and public security within the framework of international cooperation are facilitated by the following:

(a) A wealth of available expertise and opportunities to build upon;

(b) Increased willingness to promote the exchange of knowledge and experiences between countries, both developed and developing;

(c) Modern information technology, which assists administrators in making rational decisions and in exchanging information, including information on the value of new computing applications.

88. One of the most important challenges for the United Nations technical cooperation activities in the computerization and development of criminal justice information is to build and maintain the institutional capacity of the United Nations crime prevention and criminal justice programme to respond to requests from Member States for assistance in that field.

89. Future activities require more funding, more planning and more coordination within the framework of the United Nations crime prevention and criminal justice programme and more focused efforts in expanding funding and assistance to and from Member States, as well as collaboration with other United Nations entities, intergovernmental, governmental and non-governmental organizations and the private sector.

90. The United Nations funding agencies should include the development of criminal justice information mechanisms in their funding efforts and should cooperate with the United Nations crime prevention and criminal justice programme in planning and implementing relevant activities. The involvement of and close cooperation with the Department of Development Support and Management Services and UNDP are of the utmost importance. That requires making national planning offices and UNDP resident representatives more sensitive to the needs and possibilities of assistance in this field and to the priority accorded to them by United Nations policy-making bodies.

91. In addition to the involvement of the Department of Development Support and Management Services and UNDP, innovative partnerships to sponsor projects could be explored with the World Bank, the Organisation for Economic Co-operation and Development, the Council of Europe, regional development agencies, national development aid agencies and the private sector.

92. Technical cooperation may be financed by a loan that the receiving country is committed to repay. It may also be financed by a non-reimbursable grant, but even this form of financing will result in significant direct and indirect costs to the recipient. The donor agency may expect the recipient to make a counterpart contribution to the project (e.g. office space and equipment, hosting, salaries of local staff).

93. Suggestions on the components of the infrastructure of the United Nations crime prevention and criminal justice programme in the area of criminal justice information and computerization are aimed at increasing the capacity within the framework of the programme to effectively and efficiently plan, coordinate, fund, execute and evaluate projects. Only then can a systematic international cooperation scheme for Member States emerge. By helping to expand such collaboration, the workshop on international cooperation and assistance in the management of the criminal justice system may contribute to this increasingly important objective in North-South cooperation, at both the regional and subregional levels.

Notes

[1]*International Review of Criminal Policy*, Nos. 43 and 44, 1994 (United Nations publication, Sales No. E.94.IV.5).

[2]See also, Andrzej Adamski, ed., *Prawne Aspekty Nadużyć Popełnianych z Wykorzystaniem Nowoczesnych Technologii Przetwarzania Informacji: Materiały z Międzynarodowej Konferencji, Poznań 20-22 Kwietnia 1994/Legal Aspects of Computer-Related Abuse: Proceedings of the International Conference, Poznań, 20-22 April 1994* (Torún, Poland, Towarzystwo Naukowe Organizacji i Kierownictwa "Dom Organizatora", 1994).

[3]M. Joutsen, *International Co-operation: The Development of Crime Prevention and Criminal Justice in Central and Eastern Europe*, HEUNI Papers, No. 2, 1994.

[4]United Nations publication, Sales No. E.86.XVII.16.

[5]United Nations publication, Sales No. E.92.XVII.6.

[6]Richard Scherpenzeel, ed., HEUNI Publication Series, No. 25, forthcoming.

[7]U. Zvekic and D. Weatherburn, *Papua New Guinea: Crime and Criminal Justice Information*, UNICRI series Issues and Reports, No. 3, 1994.

[8]*Eighth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, Havana, 27 August-7 September 1990: report prepared by the Secretariat* (United Nations publication, Sales No. E.91.IV.2), chap. I, sect. C.10.

Annex I

DRAFT PROGRAMME OF THE WORKSHOP ON THE TOPIC "INTERNATIONAL COOPERATION AND ASSISTANCE IN THE MANAGEMENT OF THE CRIMINAL JUSTICE SYSTEM: COMPUTERIZATION OF CRIMINAL JUSTICE OPERATIONS AND THE DEVELOPMENT, ANALYSIS AND POLICY USE OF CRIMINAL JUSTICE INFORMATION", TO BE HELD WITHIN THE FRAMEWORK OF THE NINTH UNITED NATIONS CONGRESS ON THE PREVENTION OF CRIME AND THE TREATMENT OF OFFENDERS

First day

Morning

1. Introduction: purpose of the workshop.

2. Changes since 1990 in computerization and the policy use of criminal justice information.

3. Benefits arising from the computerization of criminal justice.

4. Prerequisites for improved management of the criminal justice system.

5. Controls and legal safeguards.

   Discussion: questions and comments from participants

Afternoon

6. The use of criminal justice information in management and policy formulation:

   (a) Overview;

   (b) Selected examples from jurisdictions in both developed and developing countries;

   (c) Panel discussion.

Second day

7. Summary of the first day of the workshop and introduction to the second day.

8. Introduction to international cooperation: role and issues.

9. Communications and the exchange of information, including the United Nations Crime and Justice Information Network - present and future dimensions; towards the establishment of the United Nations Online Crime and Justice Clearing-house:

   (a) Progress report on the Fourth United Nations Survey, including regional reports;

   (b) Other surveys.

   Discussion: questions and comments from participants

10. Training and education.

11. Needs assessment projects.

    Discussion: questions and comments from participants

12. Exploration of modalities for the expansion of international technical cooperation activities in the area of computerization and the policy use of criminal justice information.

Annex II

PROVISIONAL PROGRAMME OF THE ANCILLARY SYMPOSIUM ON COMPUTERIZATION OF CRIMINAL JUSTICE INFORMATION, TO BE HELD WITHIN THE FRAMEWORK OF THE NINTH UNITED NATIONS CONGRESS ON THE PREVENTION OF CRIME AND THE TREATMENT OF OFFENDERS

The six-day ancillary symposium on computerization of criminal justice information will include podium presentations and a discussion on national experiences. The provisional programme of the symposium is as follows:

(a) Keynote papers;

(b) Papers by invited experts;

(c) Papers by delegations and representatives of technical aid agencies of donor countries;

(d) Papers by leading information technology companies.

The programme will feature discussions on topics such as:

(a) Existing criminal justice applications of information technology;

(b) Management tools, management issues and human factors;

(c) Emerging technologies;

(d) Interregional, regional or subregional policy orientation and training seminars;

(e) Bilateral and multilateral assistance in the design and implementation of computerization projects.

The four-day criminal justice computerization exhibition will offer demonstrations of hardware and software applications in criminal justice and will include kiosks of delegations; non-governmental organizations, research institutes etc.; and leading information technology companies.